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SUBJECT: S/CRS AMB HERBST PITCHES RECONSTRUCTION AND  
STABILIZATION TO OSCE STATES

¶1. Summary: S/CRS Ambassador Herbst visited OSCE March 16 to explain evolving U.S. concepts and capabilities in reconstruction and stabilization (R&S) efforts for failed or failing states and to explore how OSCE's experience and regional role could facilitate the development of international partnerships. Reactions from other participating States (pS) ranged from the applicability of OSCE's work to global R&S efforts to how those global efforts might in turn revitalize the OSCE, particularly the Field Missions. At a later meeting with the OSCE Secretary General, Ambassador Herbst discussed the possibility of short-term secondments of Civilian Reserve Corps members to OSCE Field Missions, particularly in law enforcement and rule of law, and of OSCE mission members taking S/CRS training courses. End Summary.

¶2. (SBU) In his presentation to the Security Committee, Ambassador Herbst outlined the role of S/CRS, including its antecedents and current build up. He explained how the Civilian Reserve Corps (CRC) would operate and how it would partner with the military working in failed or failing states. He also described the initial international partnership S/CRS had established bilaterally and multilaterally, particularly with the UN and EU. In response to questions from pS Delegations, Ambassador Herbst said that the OSCE's experience and continuing mandate in many operational areas of reconstruction and stabilization (R&S) made it a natural partner 1 to S/CRS. In response to a question on the priority the U.S. places on development assistance to Afghanistan, Ambassador Herbst replied that was a key element for the civilian component of U.S. engagement there, and he expected even more emphasis on it in the near future. The Russian delegation asked whether S/CRS was prepared to integrate its work into established UN and other multilateral peacebuilding efforts. Ambassador Herbst envisioned the CRC establishing procedures to make members available alongside and through the UN and regional organizations for peacekeeping, stability, and peacebuilding operations.

¶3. (SBU) Further discussions with key delegations over lunch added greater context to the role the OSCE could play in the emerging R&S field. Ambassador Herbst confirmed that S/CRS's mandate extended to sub-national ungoverned spaces, such as the sites of the OSCE's protracted conflicts, but emphasized any R&S work had to be as a result of a political resolution or understanding that, in the case of South Ossetia remained elusive. The British Ambassador stressed the role of the OSCE's Conflict Prevention Centre and said that for any R&S efforts in the OSCE area it would be important to coordinate resources and priorities. The Hungarian Ambassador, chair of the Security Committee, commented on the importance of feeding R&S efforts into larger international efforts to build usable capacity in this important area. The Ambassador from Japan, an OSCE partner and former Chair of the UN Peacebuilding Commission, stressed the value of the OSCE's comprehensive approach to stabilization and security, as well as its emphasis on promoting the rule of law. Several others emphasized the

lessons the OSCE has learned about the importance of providing the right equipment to stabilization efforts. All agreed this was an area in which the OSCE could help shape the contours of a workable international partnership.

¶4. (SBU) At a roundtable discussion hosted by the OSCE Secretariat, Paul Fritch, Senior Adviser to the Secretary General (and an FSO on loan to the OSCE) noted that OSCE Field Missions provided tailor-made templates for multinational R&S partnerships. He cited work the Missions undertake in counterterrorism, rule of law, border security and advocating for human rights and tolerance. Field Missions also present, he said, a flexible project development framework for ongoing and longer-term assistance along with a methodology for working through and alongside NGOs and the private sector. Other comments touched upon work the OSCE was doing to coordinate and standardize the training of police and to prevent trafficking in drugs, people, and arms. Once the Civilian Reserve Corps had been more developed, Ambassador Herbst said S/CRS might be interested in detailing staff to OSCE Field Missions, and offer advice in potentially improving the R&S aspects of the Missions; joint training was another possibility.

¶5. (SBU) At a subsequent meeting, OSCE Secretary General (SG) de Brichambaut stressed the unique contributions OSCE makes in democratizing police forces and providing election assistance and monitoring. The Field Missions, he said, were heavily dependent on the goodwill of the host governments and certain countries, Uzbekistan for example, placed tight restrictions on what functions the Mission could perform. The SG asked for more U.S. secondees to OSCE Field Missions and Ambassador Herbst again said he could eventually envision sending several CRC members to gain field experience. Both

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agreed that the OSCE's work in police training and anti-trafficking had genuine applicability to S/CRS's evolving capabilities and priorities. As S/CRS capabilities start to grow, Ambassador Herbst said he could envision significant potential for collaboration with the OSCE. The SG welcomed the chance for further, more in-depth dialogue with S/CRS which could among other things allow for a thorough sharing and better institutionalization of lessons learned.

¶6. (SBU) COMMENT: Ambassador Herbst's presentation and discussions succeeded in getting OSCE pS delegations and institutions to reframe the organization's track record of promoting democratic governance and stability within the context of evolving thinking on an appropriate international response to the security threat of failed or failing states. Yet many in Vienna will be looking for additional substance on how the OSCE can be a guide for developing practical international partnerships in R&S. It will be essential for us to follow up with concrete ideas and activities. The June 23-24 Annual Security Review Conference presents an early target of opportunity for fleshing out our ideas: Working Session 3 focuses on conflict prevention, crisis management and post-conflict rehabilitation. END COMMENT  
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